

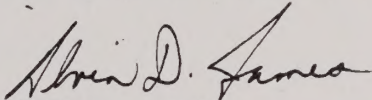
City of Oakland  
Oakland, California

FINAL ENVIRONMENTAL IMPACT REPORT FOR (Supplemental)  
Kaiser Center Master Plan  
(Project Title)

California Environmental Quality Act

CERTIFICATION OF COMPLIANCE WITH THE  
CALIFORNIA ENVIRONMENTAL QUALITY ACT

The Director of City Planning finds that the attached Final Environmental Impact Report has been completed in compliance with the California Environmental Quality Act, the Guidelines prescribed by the Secretary for Resources, and the provisions of the City of Oakland's Statement of Objectives, Criteria and Procedures for Implementation of the California Environmental Quality Act.

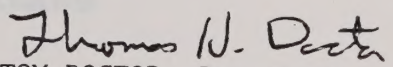


ALVIN D. JAMES  
Director of City Planning

Date: March 11, 1987

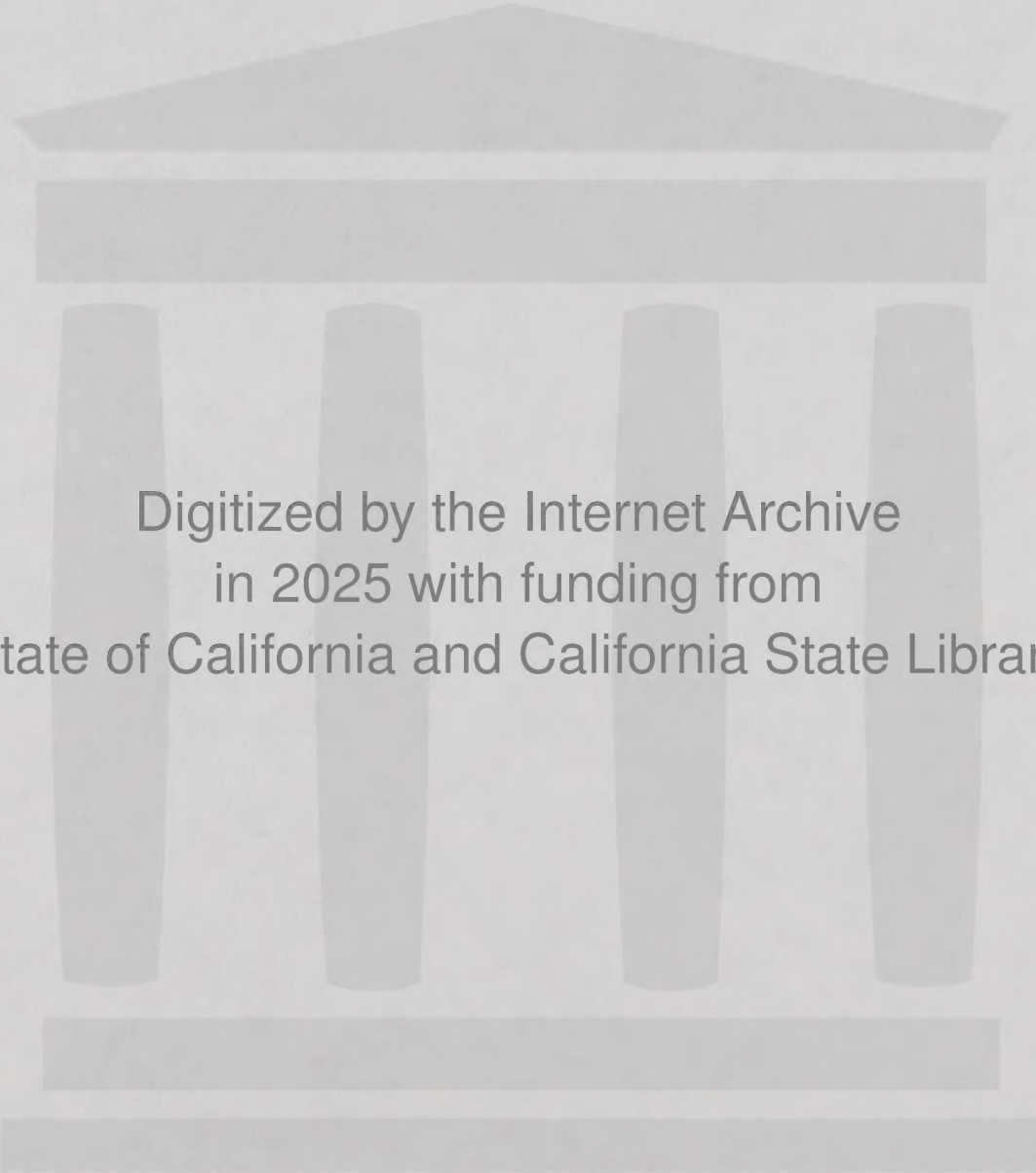
ACCEPTANCE OF FINAL REPORT BY CITY PLANNING COMMISSION

The attached Final Environmental Impact Report was accepted by the Oakland City Planning Commission at its meeting of \_\_\_\_\_.



TOM DOCTOR, Secretary  
City Planning Commission

Attach to Final Environmental Impact Report.



Digitized by the Internet Archive  
in 2025 with funding from  
State of California and California State Library

<https://archive.org/details/C124920214>

## TABLE OF CONTENTS

**FINAL ENVIRONMENTAL IMPACT REPORT****Addendum to the Draft Environmental Impact Report  
for the Kaiser Center Master Plan****March 11, 1987**

**Prepared for**  
**THE CITY OF OAKLAND**  
**by**  
**EIP ASSOCIATES**

**ER 81-71**  
**PUD 81-360**





## TABLE OF CONTENTS

### I. INTRODUCTION

#### Page

1. Introduction 1-1
2. List of Commentors on the Draft EIR 2-1
3. Letters of Comment and Responses 3-1
4. Minutes of the Planning Commission Public Hearing  
on the Draft EIR, December 22, 1987 4-1



---

## 1. INTRODUCTION

---

The Draft Supplemental Environmental Impact Report (EIR) for the Kaiser Center Master Plan project was published on December 16, 1985 and circulated for agency and public review for a period of 45 days. A public hearing before the Oakland City Planning Commission was held on December 22, 1986. There were no public comments on the Draft Supplemental EIR at that hearing. Minutes of the Public Hearing are included in Chapter 4 of this report.

This report contains responses to written comments on the Draft EIR which were received during the public review period from December 17, 1987 to January 30, 1987. In accordance with CEQA Guidelines, this Response to Comments and the Draft Supplemental EIR together constitute the EIR on the Kaiser Center Master Plan.

Air Pollution Control Officer  
January 25, 1987

Bay Area Rapid Transit District  
Edward Weissel  
Acting Manager  
January 25, 1987

State of California, Department of Transportation  
So Foyle  
District CEQA Coordinator  
January 14, 1987

Metropolitan Transportation Commission  
Rosa Pulis  
Environmental Service Officer  
January 28, 1987

City of Oakland, Engineering Services  
William E. Ayres  
Principal Civil Engineer  
February 2, 1987





---

## 2. LIST OF COMMENTORS ON THE DRAFT EIR

---

1. Association of Bay Area Governments  
Yvonne San Jule  
Planning Coordinator  
January 12, 1987
2. AC Transit  
Ron Kilcoyne  
Senior Transportation Planner  
January 29, 1987
3. AC Transit  
Gene P. Gardiner  
General Manager  
February 16, 1987
4. Bay Area Air Quality Management District  
Milton Feldstein  
Air Pollution Control Officer  
January 20, 1987
5. Bay Area Rapid Transit District  
Richard Wenzel  
Acting Manager  
January 29, 1987
6. State of California, Department of Transportation  
Ed Boyle  
District CEQA Coordinator  
January 14, 1987
7. Metropolitan Transportation Commission  
Susan Pultz  
Environmental Review Officer  
January 29, 1987
8. City of Oakland, Engineering Services  
William K. Algire  
Principal Civil Engineer  
February 3, 1987



9. City of Oakland, Park Services Department  
Antonio Acosta  
Management Assistant  
January 7, 1987
10. City of Oakland, Traffic Engineering and  
Parking Division  
Michael Pickering  
City Traffic Engineer  
January 27, 1987



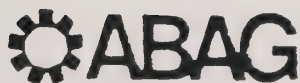


---

### 3. LETTERS OF COMMENT AND RESPONSES

---





ASSOCIATION OF BAY AREA GOVERNMENTS

Mailing Address: ■ P.O. Box 2050 ■ Oakland, CA 94604-2050

RECEIVED

January 12, 1987

FEB 02 1987

PLANNING COMMISSION  
ZONING DIVISION

Willie Yee, Jr.  
City Planning Department  
City Hall, 6th Floor  
1421 Washington Street  
Oakland, California 94612

Subject: Draft Supplemental EIR, Kaiser Center Master Plan

Dear Mr. Yee:

Thank you for the opportunity to review this document. The following staff comments are concerned with the adequacy of the document's consideration of regional issues as identified by Bay Area elected officials and addressed by adopted policies and recommendations in ABAG's Regional Plan 1980. ABAG's Executive Board has not taken a position on this document, nor on the proposed project.

The DEIR indicates that the Supplemental EIR is being circulated primarily because the applicant is requesting a reduction of 890,000 gross square feet, while adding a 300-400 room hotel. Approximately, 13,430 employees will work onsite.

① We note that the DEIR presents a discussion of the housing impacts of both this project and cumulative downtown development. Adding this information will help the decision-makers and citizens who are trying to evaluate the impacts of the Kaiser Center Master Plan. What is still needed, however, is the inclusion in the EIR of appropriate mitigation measures. As reported in ABAG's Jobs/Housing Balance For Traffic Mitigation, many cities are trying innovative solutions to the housing impacts of employment-generating development. When such measures are included in the EIR, they may be more likely to receive public scrutiny and acceptance than if they are proposed at a later date.

② On page 4-31, the EIR indicates that at buildout there could be a shortfall of 3,200 parking spaces in the project area. The FEIR should include, as a traffic mitigation measure, a TSM plan or the qualification that this project will be subject to a TSM ordinance, if one is adopted by the City.

③ The FEIR should also include appropriate mitigation measures regarding the project's impact on AC Transit because the operating as well as capital costs of providing service in downtown Oakland are not being fully recovered through the farebox. Although cumulative development will only bring the loading factor to 1.26, just over AC Transit's standard, some lines will experience much higher overcrowding. Therefore, the city should be considering how new job-producing development, including the Kaiser Center, can help mitigate future impacts on AC Transit.

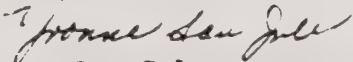




Willie Yee  
January 29, 1987  
Page 2

If you have any questions, please contact Patricia Perry of our staff. Her direct-dial number is 415-464-7937.

Sincerely,

  
Yvonne San Jule  
Planning Coordinator



**RESPONSE TO ASSOCIATION OF BAY AREA GOVERNMENTS**

1. The Comment author refers to a November 1985 Association of Bay Area Governments (ABAG) report entitled, Jobs/Housing Balance for Traffic Mitigation. While the study area discussed in the report is the I-580/I-680 Corridor area, some of the suggested mitigation measures would appear to have relevance to housing and traffic impacts generated by the project, as identified in the EIR. The ABAG report at pages 15-21 provides an inventory of mitigation measures that can be used to reduce project impacts. Among the mitigation categories that might be of relevance to the project are:
  - o Increasing the supply of housing close to employment centers;
  - o Encouraging the production of affordable housing;
  - o Phasing housing construction with job growth;
  - o Increasing employment of local residents in new jobs.
2. Please see response to AC Transit letter immediately following.
3. Please see response to AC Transit letter immediately following.





January 29, 1987

RECEIVED

FEB 03 1987

PLANNING COMMISSION  
ZONING DIVISION

Oakland City Planning Commission  
6th Floor, City Hall  
1421 Washington Street  
Oakland, CA 94612

Subject: Draft EIR for Kaiser Center Master Plan (Supplemental)

Dear Commissioners:

AC Transit has reviewed the draft EIR for the revised Kaiser Center Plan. Even though the revision scales down the original proposal, the impacts upon AC Transit will be significant with or without other development in Oakland.

Unfortunately, no transit mitigation measures are suggested in the EIR. It appears the assumption is made that since other transit studies are going on, mitigation at this point would be premature. AC Transit feels that each major development must take responsibility for the impacts on public facilities such as transit systems. It is also the District's belief that optimizing the share of trips made on transit is a desirable goal and should be pursued with vigor, as it is key to reducing congestion, parking demand and street wear and tear. It is AC Transit's belief that, at least, as much attention be devoted to transit mitigation as auto.

The load factors listed on page 4-25 are averages for all lines at a screen line. However as noted on 4-27, load factors on individual lines may greatly exceed the average load factor for the screen line. While AC Transit reallocates resources whenever possible, this is often not a viable solution. For example, lines with the lowest load factors tend to be those lines with the fewest trips. Any further reductions in service could result in dramatic declines in ridership. Other lines such as the "72" have peak load points outside of the Downtown area — warranting the level of service provided. The San Francisco buses which have the lowest load factors, must travel to San Francisco anyway — to pick up full loads of passengers returning to the East Bay. If the master plan, plus cumulative development scenario were to occur, dramatic increases in service would be needed. But even without this high growth scenario, some increase in service is needed.

There is no discussion in the EIR on how operating costs for additional services or capital costs for additional buses would be funded. This is a serious omission. Although AC Transit relies on several funding sources for operations and capital and the passage of Measure "B" in Alameda County creates a new source of funds, it must not be assumed these sources are adequate. State and Federal funding sources are likely to continue to decline while demands for increased service grow, not just in Downtown Oakland but throughout the District. Growth in other existing funding sources such as sales tax revenue —

①



plus cost control and resource reallocation (two activities AC Transit has and will continue to pursue aggressively) appear to only be sufficient to maintain the status quo — not allow for significant expansion. Thus, as developers are increasingly being asked to contribute to the cost of road improvements that benefit the development, it is only appropriate that similar consideration be given to transit. After all, the incremental cost of increasing transit capacity is less than the incremental cost of increasing road capacity, while each additional transit user reduces demand for parking spaces proportionately.

2 A second mitigation step that should be included is a commitment to staggered hours or flex time. Employers should be required to work with the transit district to assure that sufficient transit service is available at the new work times. While spreading the peak would still require increased service and the need for financing mechanisms — some of this additional service will be shifted to the fringes, thus requiring fewer vehicles and personnel to operate the same number of trips. This would reduce costs somewhat as well as bus and auto congestion.

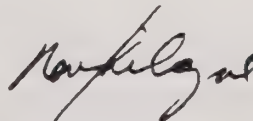
Finally, a minor point. On page 4-25, at the bottom of the page, there are some errors in the bus lines indicated for each screen line. The changes are as follows:

- B. North, West Oakland, Berkeley: Delete Lines 16, 19, C, P, and Line 14.
- C. East Oakland/San Leandro/Hayward: Delete Lines B, H, add Line 83.

The map on page 4-26 appears to be accurate.

AC Transit thanks the City of Oakland for allowing the opportunity to comment and hopes our concerns will be given appropriate consideration.

Sincerely,



Ron Kilcoyne  
Senior Transportation Planner  
Research & Planning Dept.

RJK:rej

Ref: COMMISSION





# AC Transit

Alameda-Contra Costa Transit District

508 16th Street, Oakland, California 94612 ☐ (415) 891-4

Gene P. Gardiner  
GENERAL MANAGER

February 16, 1987



Oakland City Planning Commission  
6th Floor, City Hall  
One City Hall Plaza  
Oakland, CA 94612

Subject: Draft Supplemental EIR-Kaiser Center Master Plan

Dear Commissioners:

Per the request of Alvin James, Director of City Planning, this letter is written to clarify the concerns expressed by AC Transit in a letter of response dated January 29, 1987.

The draft EIR indicated that a shortage of capacity would exist at buildout of Kaiser Center — the degree of overloading, depending on the cumulative impacts with other developments. AC Transit favors policies that maximize the mode split or market share of transit. It is our understanding that the Central District Development Plan (CDDP), recommends such policies and that the figures used in the draft EIR assume such policies to be in affect.

The one issue not discussed adequately in the draft EIR was identification of sources of financial resources necessary to provide for the additional capacity — both operating and capital. As traditional funding sources are declining or at best, keeping pace with inflation — while demands for additional peak hour capacity grow, not only in Oakland but throughout the District. AC Transit is requesting that specific policies and programs be initiated to assure that transit demand be adequately met.

AC Transit believes that establishing a funding mechanism to support transit expansion is not unreasonable. It has become common place that municipal governments throughout the Bay Area are requiring funding mechanisms for street improvements, parking expansion and a host of other infrastructure improvements as a condition of approval for new projects. An average for every four additional transit riders, there is demand for three fewer parking spaces and three fewer autos on local streets. Since increased transit demand reduces both parking and street demand, investments in transit must be given equal consideration.

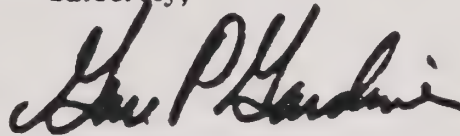
In developing funding mechanism to support transit expansion, some issues need to be addressed. Individual projects in themselves often do not create a strain on the transit network — however, the cumulative effects of several projects in a defined area do. This is well illustrated in the different scenarios presented in the EIR. As a result, any program to provide funding for transit expansion needs to place an equitable burden on each development — proportional to demand generated. The program should generate revenue in advance of demand, so that AC Transit can have service in place when it is needed.



Out of fairness, implementation of such a program should occur quickly, as many developments which will create new demand are in the planning stages right now and failure to incorporate early developments in a program will place an unfair burden on later development. As far as specific program, there are numerous alternatives available — AC Transit will work with the city and development community to devise a program that best fits Oakland's needs.

In conclusion, AC Transit both supports and specifically requests the formal adoption and implementation of policy that encourages transit use and programs that provide financial support for needed transit expansion.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gene P. Gardiner". The signature is fluid and cursive, with the first name "Gene" being more prominent.

Gene P. Gardiner

GPG:RJK:rej

Ref: City



## RESPONSE TO AC TRANSIT

1. AC Transit provides basic transit service throughout the Alameda-Contra Costa Transit District, including downtown Oakland. This basic service is funded through a variety of sources, including transit fares, public subsidies and the recently passed Measure B. The City does not require private developers in Oakland to supplement their existing subsidies of transit service.

The AC Transit Five Year Plan (1987-1991) states that planning staff is exploring assessment districts and/or development fees to finance expanded service in particular areas. The Oakland Central District Transit Systems Improvement Study recommends that the City should seek public and private financing to fund transit improvements in the Central District. Implementing actions include studies of alternative assessment district mechanisms to fund remaining costs of the Broadway Enhancement Program, and requiring developers to pay for the cost of bus stops, pullouts and related amenities adjacent to development sites. The assessment district area discussed in the study would primarily involve properties along Broadway, as nearly all of the proposed transit improvements are proposed for the Broadway corridor. If a transit assessment mechanism which benefits and includes the Kaiser Center area is put into place, the Kaiser Center developments could participate along with all other existing and future development in the Kaiser Center area.

As for amenities adjacent to development sites, the revised Kaiser Center Master Plan would provide a wide curb lane along Grand Avenue for bus stops adjacent to the site.

2. The conditions of approval for the Kaiser Center Preliminary PUD include a requirement for a comprehensive Transportation System Management program. The program could include on-site transit information and sale of transit tickets, preferential parking for vanpools and carpools and flexible working hours policies. This TSM program has also been recommended for the revised Kaiser Center Master Plan.







# BAY AREA AIR QUALITY MANAGEMENT DISTRICT

ALAMEDA COUNTY  
Edward F. Gannon  
Shirley J. Gannon  
Fred F. Cooper  
Frank H. Ogawa  
(Vice Chairperson)

CONTRA COSTA COUNTY  
Paul L. Cooper  
Sunne Wright McPeak

MARIN COUNTY  
Al Aramburo  
(Secretary)

NAPA COUNTY  
Harold Moskowitz

SAN FRANCISCO COUNTY  
Harry G. Ellis  
Carol Ruth Sullivan  
(Chairperson)

SAN MATEO COUNTY  
Gus J. Imboden  
K. Jacqueline Speer

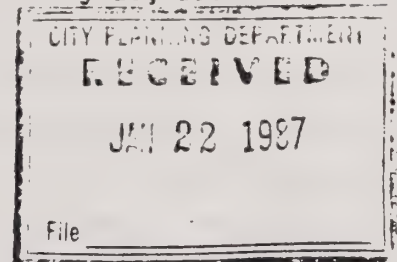
SANTA CLARA COUNTY  
Rod Dignity  
Robert F. Doerflinger  
Robert H. Hughes  
Susanne W. Smith

SOLANO COUNTY  
Ostr, Dan

SOLVANA COUNTY  
Heer B. Rudee

Alvin James, Planning Director  
Willie Yee, Jr., Planner  
Oakland Planning Department  
City Hall  
One City Hall Plaza  
Oakland, CA 94612

January 20, 1987



Dear Mr. James and Mr. Yee:

We have reviewed the Draft Supplemental Environmental Impact Report for the Kaiser Center Master Plan. Table 4-8, page 4-44, shows estimated exceedances of the 8-hour CO standard at a few intersections for the years 1990 and 1995.

We note that the simplified air quality model contained in the BAAQM 1985 GUIDELINES was used. Because the daily volume of motor vehicle trip seems to exceed 10,000, we recommend that the full CALINE3 or CALINE4 model be used. This may produce lower estimates of 8-hour values.

However, if the 8-hour CO standard is still predicted to be violated or even approached, we again recommend that serious attention be paid to quality planning, including implementation measures such as Transportation Systems Management (TSM). These should be considered for all Central District employers and business complexes, not only new construction.

We are aware that the Planning Department and the Technical Advisory Committee to the Central District Development Program have recommended the employment of a TSM coordinator and the formulation of a TSM Advisory Committee. We applaud such steps and urge the Oakland City Council to adopt them.

More broadly, the BAAQMD Board of Directors has communicated to the Mayor and Council its recommendation for an air quality element or section in the general plans of Bay Area cities and counties. We feel this is particularly important for Oakland because of questions about future CO levels in the Central District. We understand that the Oakland City Council has resolved that such an element be formulated. We look forward to that product.

If you have any questions, or if we can provide assistance in this process, please call Irwin Mussen, the Senior Planner in this office.

Sincerely,

Milton Feldstein  
Air Pollution Control Officer

MF:IM:mt

cc: F. Ogawa, Oakland City Council



## RESPONSE TO BAAQMD

### KAISER CENTER MASTER PLAN: AIR QUALITY MODELING RESULTS AND CONCLUSIONS

The four most heavily impacted intersections were computer modeled under worst-case meteorological conditions. Five scenarios were examined for each intersection: 1) 1986 Existing conditions, 2) Base Case, 1990, 3) as per the Preliminary PUD Kaiser Master Plan, 1990, 4) as per the Revised Kaiser Master Plan, 1990 and 5) with the Planned Improvements, 1995.

The intersections were modeled using CALINE-3, a line-source dispersion model developed by the California Department of Transportation. The modeling results were then compared to the initial, hand-calculated results reported in the Draft Supplemental Environmental Impact Report.

The computer-calculated results follow the same general trends as the hand-calculated results, although the computer model predicts slightly higher carbon monoxide (CO) levels. Computer results generally predict CO levels 2 to 3 parts per million (ppm) higher than those for the hand calculations, except at Grand/Harrison where results are mixed. The model predicts that the 1-hour standard would not be violated, while the 8-hour standard would be violated under all circumstances near the selected intersections. Note that these results are for worst-case meteorological conditions at existing and predicted levels of traffic.

Model input assumptions were compared to those assumptions used for the initial analysis, and were in agreement on all points except one. The 8-hour background CO level used in this analysis was slightly higher than that used in the initial analysis. However, the values used are subject to interpretation and used at the discretion of the analyst, and furthermore had no effect regarding compliance with air quality standards.

Based on the results of the CALINE-3 model, no additional mitigations would be required beyond those suggested in the Draft Supplemental EIR.



---

KAISER CENTER MASTER PLAN  
CARBON MONOXIDE CONCENTRATIONS AT AFFECTED INTERSECTIONS

	<u>1-Hour Back- ground CO, ppm</u>	<u>1-hour Modeled CO, ppm</u>	<u>1-Hour Total CO, ppm</u>	<u>8-Hour Back- ground CO, ppm</u>	<u>8-Hour Modeled CO, ppm</u>	<u>8-Hour Total CO, ppm</u>
Lakeside/20th						
1986 Existing	8	8.6	17	7	6.0	13
1990 Base Case	7	6.6	14	7	4.6	12
1990 Original MP	7	8.7	16	7	6.1	13
1990 Revised MP	7	8.2	15	7	5.7	13
1995 Planned Imps	7	7.5	15	7	5.3	12
Grand/Harrison						
1986 Existing	8	9.4	17	7	6.6	14
1990 Base Case	7	7.1	14	7	5.0	12
1990 Original MP	7	9.9	17	7	6.9	14
1990 Revised MP	7	8.9	16	7	6.2	13
1995 Planned Imps	7	8.2	15	7	5.7	13
Harrison/27th						
1986 Existing	8	9.6	18	7	6.7	14
1990 Base Case	7	7.5	15	7	5.3	12
1990 Original MP	7	9.9	17	7	6.9	14
1990 Revised MP	7	9.4	16	7	6.6	14
1995 Planned Imps	7	8.2	15	7	5.7	13
Northgate/27th						
1986 Existing	8	7.5	16	7	5.3	12
1990 Base Case	7	6.0	13	7	4.2	11
1990 Original MP	7	8.0	15	7	5.6	13
1990 Revised MP	7	7.7	15	7	5.4	12
1995 Planned Imps	7	8.1	15	7	5.7	13
STANDARD			20			9

Source: EIP Associates

---







BAY AREA RAPID TRANSIT DISTRICT  
800 Madison Street  
P.O. Box 12688  
Oakland, CA 94604-2688  
Telephone (415) 464-6000

January 29, 1987

MARGARET K. PRYOR  
PRESIDENT  
BARCLAY SIMPSON  
VICE-PRESIDENT  
KEITH BERNARD  
GENERAL MANAGER

Alvin James  
Director of City Planning  
City of Oakland  
City Hall  
One City Hall Plaza  
Oakland, Ca. 94612

Subject: Draft Supplemental Environmental  
Impact Report (EIR) Kaiser Center  
Master Plan

DIRECTORS

BARCLAY SIMPSON  
1ST DISTRICT  
NELLO BIANCO  
2ND DISTRICT  
ARTHUR J. SHARTSIS  
3RD DISTRICT  
MARGARET K. PRYOR  
4TH DISTRICT  
ROBERT S. ALLEN  
5TH DISTRICT  
JOHN GLENN  
6TH DISTRICT  
WILFRED T. USSERY  
7TH DISTRICT  
ARLO HALE SMITH  
8TH DISTRICT  
JOHN H. KIRKWOOD  
9TH DISTRICT

Dear Mr. James,

BART staff appreciates the opportunity to review the Kaiser Center Master Plan Draft Supplemental EIR.

In general, we find the report to be complete and informative. Unfortunately, some of the data relating to BART service and projected capacity increases is out-of-date. A copy of BART's 1986 Five-Year Plan has been enclosed to assist your staff in updating the information.

We have also found that in some cases data and recommendations in the EIR do not appear to be fully consistent with like data presented in the City of Oakland Central District Transit Systems Improvement Study, Final Report October 1986. While recommendations in the Improvement Study have not been formally transmitted for BART Board action, BART staff continues to cooperate in the study and evaluate the proposed recommendations.

One such recommendation applicable to the Kaiser EIR is the suggestion to improve pedestrian access at the 19th Street BART Station entrance located on 20th Street. It is clear that this entrance primarily serves Kaiser Center area employees present and future. BART is keenly interested in attracting as many Kaiser Center area employees as possible and we therefore endorse coordinated planning and improvement activities with the City of Oakland and the Kaiser Center developers/employers. We have included in this letter a suggested mitigation measure that responds to pedestrian impacts generated by the proposed Kaiser Master Plan and cumulative projects.



Mr. Alvin James  
January 29, 1987  
Page 2

Specific comments related to the EIR text:

② Pages 4-9 and 4-10. We request that a pedestrian circulation plan be included in the report that delineates access between Kaiser Center and the 19th Street BART Station. The plan should identify opportunities and constraints.

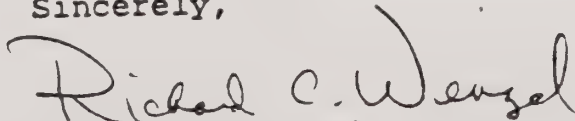
③ Page 4-29, Footnote #1. Birkenthal is the correct spelling.

④ Page 4-34, New mitigation measure suggested by BART. The City of Oakland and/or the developer(s), in cooperation with BART, commit to improving pedestrian access between the Kaiser Center area and BART by planning improvements at or leading to the 19th Street BART Station.

Page 4-40. Include a short term mitigation requiring that construction workers be offered BART (transit) passes at a discount price in order to mitigate construction parking impacts.

BART looks forward to reviewing the final document. If you have any questions regarding our comments, please contact Harley Goldstrom in the Planning and Analysis Department AT 464-6194.

Sincerely,



Richard C. Wenzel  
Acting Manager  
Access and Extension Planning

Enclosure

cc: H. Goldstrom



**RESPONSE TO BART**

1. The analysis of transit impacts in the Draft EIR used the best available data at the time of preparation of the Draft EIR. The magnitude of the project impacts on BART service would not be expected to change as a result of updated data, although the updated information would help to refine the evaluation of cumulative demand and capacity on the BART system. It should also be noted that buildout of the Kaiser Center project is anticipated to take 15 years, while the BART Five Year Plan provides detailed information primarily for the next five years.
2. The Oakland Central District Transit Systems Improvement Study has identified potential future problems and solutions for the BART station entrance on 20th Street.
3. Comment noted.
4. See Response #2 above.





# Memorandum

To : Norma Wood  
State Clearinghouse  
1400 Tenth Street, Room 121  
Sacramento, CA 95814

Date : January 14, 1987  
File No.: ALA-980-PM-1.11  
SCH #81111015  
AL980001

From : DEPARTMENT OF TRANSPORTATION -4

Subject: Draft Supplemental EIR - Kaiser Center Revised PUD Plan

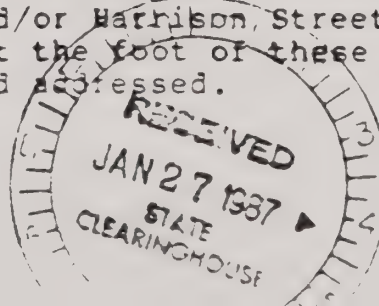
Caltrans has reviewed the above-referenced document and forwards the following comments:

1. Table B-2 should also show AM peak hour IN/OUT split rates, such as were used for the AM peak hour turning movement calculations shown on printouts B-10 thru B-14.
2. The projected increase (1980 to 1995, Table B-3) of the share of transit trips from 26% to 50% - and the corollary decrease of passenger vehicle trips from 58% to 32% - appears to be based primarily on projected future demand (see page B-9) rather than on reasonably to be expected future peak hour capacity. Since many BART lines are running now near, at, or above tolerance capacity, an increase of say 30% in trip generation (from areas experiencing development) times the inferred 92% increase in modal share would require an increase by 1990, by 150% over their present peak hour capacity.

That is more than twice the 71% capacity increase mentioned on page 4-27. It may also be noted that, on certain AM peak hour runs, e.g. on the Concord to Daly City line, the load factor to Oakland are already substantially above the 1.50 tolerance factor mentioned on that page.

It thus appears that the peak hour vehicle demand volumes on the printouts B-10 thru B-19 are underestimates.

3. The "Total Volumes by Turning Movement" printouts (B-10 thru B-19) include only one (1) foot-of-off-ramp intersection - one off I-980 at 27th Street. However, fastest path criteria show that most of the traffic approaching from the south via I-880 (the Nimitz Freeway, 14%, page B-4) would access the via the northbound I-980 off-ramp at 17th Street, and that traffic approaching via I-580 (the MacArthur Freeway, 22%, page B-4) would access via the westbound I-580 off-ramps at Grand Avenue and/or Harrison Street. The impacts at the intersections at the foot of these ramps were not, but should be evaluated and addressed.



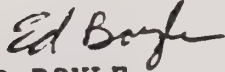


AL980001

Page Two

January 14, 1987

Should you have any questions regarding these comments, please contact Burdette Connor of my staff at (415) 557-9192.



ED BOYLE

District CEQA Coordinator



## RESPONSE TO STATE OF CALIFORNIA, DEPARTMENT OF TRANSPORTATION

1. The corresponding numbers for the revised Kaiser Center Master Plan for the AM peak hour would be:

<u>Land Use</u>	<u>In</u>	<u>Out</u>	<u>Total</u>
Office	5,468	607	6,075
Retail	39	39	78
Hotel	369	182	551
Total	5,876	828	6,704

2. All analysis of traffic impacts in the Draft EIR assumed that the existing higher levels of auto use would continue. However, the analysis of transit impacts assumed increased use of transit and decreased use of private automobiles. This ensured a "worst case" analysis of both traffic and transit impacts. The peak hour vehicle volumes shown in the Appendix are consistent with current higher levels of automobile demand.
3. The printouts of traffic volumes in the Appendix include a number of foot-of-ramp intersections, although they are generally identified by cross-streets rather than ramp names. The intersections include:
  1. I-980 SB Off & 27th Street
  2. Northgate Avenue & 27th Street (I-980 NB On-Ramp)
  43. Brush Street & 18th Street (I-980 NB On-Ramp)
  45. Brush Street & 17th Street (I-980 NB On-Ramp)
  46. Castro Street & 17th Street (I-980 NB Off-Ramp)
  47. Oakland Avenue & Perry Place (I-580 EB and WB On-Ramps)
  49. Lakeshore Avenue & Macarthur Boulevard (I-580 EB On-Ramp)

The scope for this Supplemental EIR did not include a full analysis of freeway impacts. The revised Kaiser Center Master Plan would be expected to add about 230 vehicle trips to the westbound I-580 off-ramp at Harrison Street during the AM peak hour and 490 total AM peak hour trips to the westbound I-580 off-ramps at Grand Avenue and Lakeshore Avenue. The impacts of these increases would be a change of approximately one intersection service level at each of these foot-of-ramp intersections (for example, from "C" to "D").





**MTC**  
METROPOLITAN  
TRANSPORTATION  
COMMISSION

RECEIVED

FEB 02 1987

PLANNING COMMISSION  
ZONING DIVISION

January 29, 1987

METROCENTER  
101 8TH STREET  
OAKLAND, CA 94607  
(415) 464-7700

Alameda County

JOSEPH P. BORT

ALEX GIULIANI

Contra Costa County

ROBERT J. SCHRODER  
Chair

STEVE WEIR

Marin County

ROBERT B. STOCKWELL

Napa County

KATHLEEN McCULLOUGH

San Francisco—  
City and County

DORIS W. KAHN  
Vice Chair

QUENTIN L. KOPP

San Mateo County

JANE BAKER

JOHN M. WARD

Santa Clara County

ROD DIRIDON

ROY E. LAVE

Solano County

WILLIAM JENKINS

Sonoma County

WILLIAM R. LUCIUS

Association of  
Bay Area Governments

RALPH C. BOLIN

S.F. Bay Conservation  
and Development  
Commission

EARL P. MILLS

State Business  
Transportation and  
Housing Agency

BURCH BACHTOLD

U.S. Department  
of Transportation

ROBERT E. MAYER

Executive Director

LAWRENCE L. DANNA

Deputy Executive Director

WILLIAM F. HEIN

Oakland City Planning Commission  
6th Fl. City Hall  
1421 Washington Street  
Oakland, CA 94612

Attention: Willie Yee, Jr.  
Subject: DEIR, Kaiser Center Master Plan

Dear Mr. Yee:

This letter transmits MTC staff comments on the DEIR for the Kaiser Center Master Plan for the development of a 14.7 acre parcel in Kaiser Center with 3.5 million sq. ft. of office and retail uses. The project would generate about 70,700 daily person trips and 7,500 pm peak hour person trips.

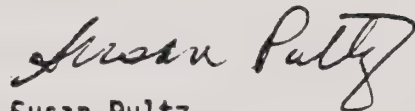
1. Cumulative Development Analysis Year Cumulative traffic effects are projected to year 1995. The analysis year should be 2000-2005 in order to evaluate thoroughly the cumulative development and long-term project effects.
2. Effects on AC Transit Service The DEIR states that the cumulative development (including the project) will increase demand for AC Transit service substantially. It notes that on some routes during peak hours, demand will exceed AC Transit's load factor standards and result in unacceptable crowding conditions. The EIR should include a mitigation measure to require appropriate developments, including the proposed development, to fund transit improvements needed to meet expected demand. It should also discuss what these improvements should be, (i.e. increased service frequency) the responsible agency for implementation, and estimated costs.



Mr. Yee  
Oakland City Planning Commission  
Page Two

Thank you for the opportunity to comment on the DEIR. We are looking forward to receiving the final document.

Very truly yours,



Susan Pultz  
Environmental Review Officer

SP/bt

cc: ABAG Clearinghouse  
Jean Roggenkamp, BAAQD  
Commissioner Bort  
Commissioner Giuliani

1160p



**RESPONSE TO METROPOLITAN TRANSPORTATION COMMISSION**

1. The cumulative analysis in the Draft EIR includes every foreseeable development in the Oakland Central District, as determined by the City of Oakland. The designation of 1995 as the long-range analysis year represents the earliest possible year when full development may occur. This horizon year was determined by the City and is used in this report to maintain consistency with previous studies of development in downtown Oakland. A later horizon year would not be necessary as no development has been identified beyond the 1995 cumulative levels shown in the report.
2. See AC Transit, Response #1.





CITY OF OAKLAND  
Interoffice Letter

RECEIVED  
FEB 18 1981  
EIP

To: Planning Department Attention: Willie Yee Date: February 3, 1981

From: Engineering Services

Subject: Kaiser Center Master Plan  
Draft Supplemental EIR

The following comments are submitted in regards to the Draft Supplemental EIR.

The vacation of 22nd Street between Kaiser Plaza and Harrison Street and Kaiser Plaza between 22nd Street and Grand Avenue requires the relocation or abandonment of the storm and sewer lines in those streets.

Prior to the street vacation the proposed 54" storm line abandonment in 22nd Street must be relocated along Webster to Grand Avenue and then to Lake Merritt with a 60" storm line. All branch lines that tie into the 54" pipe in the abandoned area shall be relocated, as approved by the City of Oakland, in the most feasible manner to connect to the new lines.

The sanitary sewer line on 22nd Street between Webster Street and Kaiser Plaza that flows towards Lake Merritt shall be reconstructed to flow westward towards Webster Street should there be building sewer connections in that specific segment.

The upgrading of the sewers in the area to accommodate the increased flow generated by the project could be resolved by one of the two following alternatives:

1. The participation in a new sanitary sewer by-pass that will be constructed by the City of Oakland for the increased flow generated by the area development. The Kaiser Centers' pro-rata share cost for this alternate sewer would be \$290,000.
2. The construction by Kaiser Center of a new diversion sewer specifically for Kaiser Center use. The new line will flow from West Grand Avenue along Webster Street to the 24th Street sewer. The estimated cost of this sewer is \$260,000. Due to capacity limitations the sewer line must be constructed prior to the completion of the Kaiser Center project.

If you have any questions, you may call Mr. Warren Boyd at 273-3137.

*WOK Algire*  
WILLIAM K. ALGIRE  
Principal Civil Engineer

JWB:ge

cc: Ray Gray



**RESPONSE TO CITY OF OAKLAND, ENGINEERING SERVICES**

The City has proposed two alternative methods of accommodating increased flow generated by the project;

1. Participation in a new sewer by-pass.
2. New diversion sewer in Webster Street to the 24th Street sewer.

Subsequent studies by the project sponsor's engineers and further discussion with City staff have resulted in other possible alternatives. These alternatives could replace the two alternatives originally presented or be combined with them. The project sponsor would be willing to participate in the resultant plan up to a maximum share of \$260,000 with the further stipulation that any facility funded by the project sponsor which is utilized by other development shall result in a pro-rata reimbursement of the cost directly to the project sponsor.



# CITY OF OAKLAND

## Interoffice Letter

To: City Planning Department Attention: Willie Yee Date: January 7, 1987

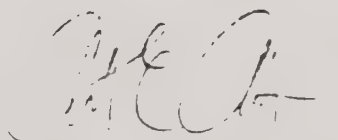
From: Park Services Department

Subject: Kaiser Center Master Plan Draft EIR  
Review & Comment

Thank you for the opportunity to review and comment on the supplemental draft EIR for the Kaiser Center Master Plan. Although slightly reduced in size from the original proposal, the proposed development remains very large and concentrated in a relatively small area. Those factors, combined with the project's proximity to two of Oakland's major downtown parks, have prompted the following concerns:

- ① - The projected parking deficit created by the project will still increase pressure on the Adams Point neighborhood and Lakeside Park to the point where local resident/park patron displacement seems likely. Additional parking spaces should be required to further minimize (or eliminate) the net parking deficit created by the project.
- ② - The wind patterns created by the 20th Street/Webster building may damage street trees along 20th Street, Harrison Street and in Snow Park. Acceleration of normal winds seems likely to occur if this building is built, thereby making it difficult to establish young street trees and increasing the likelihood of windthrow damage to existing trees. All new street trees planted in conjunction with the project along 20th Street and Harrison Street should therefore be provided with metal tree cages designed to offer maximum support to the trees.
- ③ - A final concern remains regarding the project's overall impact on Snow Park and Lakeside Park, both of which will likely experience substantial overcrowding during lunch breaks as a result of 13,000 additional workers in the immediate vicinity. The need for a special assessment district to provide additional maintenance funds for these parks seems inescapable if the City is to maintain quality open space amenities at Snow and Lakeside Parks.

If there are any questions concerning this memo, please give me a call at 3151.

  
Antonio E. Acosta  
Management Assistant





**RESPONSE TO CITY OF OAKLAND, PARK SERVICES DEPARTMENT**

1. The Oakland City Planning Department undertook a study of on-street parking congestion in the Adams Point area in 1986. The Adams Point Preservation Society developed additional information to supplement the City study. Both studies concluded that the major cause of parking congestion in Adams Point is insufficient off-street parking in existing residential units.

It should be noted that peak parking demand for Kaiser Center, which occurs on weekdays, does not coincide with peak parking demand for Lakeside Park, which occurs on the weekends.

2. The Draft EIR does not indicate that wind patterns created by the proposed project would cause any damage to street trees along 20th Street, Harrison Street or Snow Park; therefore, metal tree cages are not warranted on the basis of increased wind velocities. On page 4-104 of the Draft EIR, the analysis concludes that the revised project would, in fact, cause a reduction in wind impacts due to the lower height of the buildings and that hazardous wind impacts would not take place.
3. Comment noted. It is also noted that the Kaiser Center Master Plan features a major plaza on Harrison Street as part of the project design, in addition to the existing Kaiser Center roof garden.



# CITY OF OAKLAND

## Interoffice Letter

To: City Planning Attention: Alvin James Date: January 27, 1987

From: Traffic Engineering and Parking Division

Subject: Kaiser Center Master Plan Draft  
Supplemental Environmental Impact Report

The Traffic Engineering and Parking Division has the following comments after reviewing the EIR:

### Parking

① P. 3-13 In the 1982 Preliminary PUD, no hotel was included and the parking ratio was calculated entirely based on the gross square footage of the office and retail developments. In the Revised Master Plan, however, the number of parking spaces provided is based on the same ratio. The parking spaces to be provided do not consider the parking demand of the proposed hotel. The availability of parking spaces actually is not as good as shown by the new parking ratio.

② P. 4-37 In mitigation measure no. 5, it is stated that the development will maintain an overall parking ratio of 1 parking space to 1,547 gsf at all times during the development period. According to the development schedule proposed in P.3-13, the Grand/Harrison building will be constructed within the next year. If mitigation measure no. 5 is followed, the Grand/Harrison building could be built without any new parking spaces being added. In fact, existing parking spaces will be eliminated to clear the site for the construction of the Grand/Harrison building. Depending on the existing demand on the onsite parking facilities, there could be severe shortage of onsite parking during the interim period before any new parking spaces are added.

### Curb Setback

③ P. 4-12 The EIR identified the potential problems with the use of towaway zones on Grand Avenue: "Strict enforcement would be required to ensure that all lanes are available for through traffic..... Buses would block through traffic lanes when they stop to pick up or drop off passengers." Looking at the buildout traffic volumes at the intersection of Grand and Harrison, it is essential to have at least 3 EB through lanes to avoid the intersection being operated at LOS F during the PM peak period. Also, the signal operation analysis along Harrison Street performed by the consultant assumed dual left turn lanes for both EB and WB traffic on Grand Avenue at Harrison. With the proposed shared lanes on Grand Avenue at Harrison, there could be significant delay for traffic at the intersection.



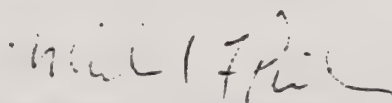
Alvin James  
January 27, 1987  
Page -2-

For the above reasons, we strongly recommend that the south curb on Grand Avenue between Webster and Harrison Streets be set back to provide a full curb lane (18-20 feet wide), that can accommodate curb side loading and a moving lane, throughout the project. For example, with a roadway width of 92 feet the building line will be setback 14 feet behind the curb, and two 18-foot curb lanes and five other travel lanes can be provided. Also, dual left turn lanes can be provided for EB and WB traffic at the Grand/Harrison intersection, providing more flexibilities in adjusting signal operation to respond to future traffic demand. Such an arrangement will facilitate traffic movements and loading activities in the long term and benefit the development.

The alignment of lane striping where they transition to conform to the existing striping will also influence the extent of the curb set back. We request that the consultant develop alternate striping proposals for Grand Avenue between Broadway and Bay Place, with dual left turn lanes for EB and WB traffic at Harrison Street, to determine the most appropriate set back for the south curb.

P 4-30 4.1.2.e 1st paragraph, "The City of Oakland does not require...." should be revised as "The City of Oakland Zoning Requirements do not...".

If you have any questions regarding the above comments, please call I. Jeeva or Lawrence Tai of this office at 273-3466.

  
MICHAEL F. PICKERING  
City Traffic Engineer

IJ/LTT/m

cc: Willie Yee  
Bill Algire





**RESPONSE TO CITY OF OAKLAND, TRAFFIC ENGINEERING AND PARKING DIVISION**

1. All evaluation of parking impacts in the Draft EIR included the parking demand from the proposed hotel.

The parking supply ratio is expressed in terms of office and retail square footage divided by the number of marked on-site parking stalls. This was done to allow direct comparison to the 1982 Preliminary PUD, which did not include a hotel. Although the hotel site would include parking spaces, the hotel would not be expected to require an independent supply of marked parking spaces. The peak parking demand for the hotel would occur at night. During the night, vehicles could be parked in spaces which are designated for daytime office parking. With valet parking, the hotel's daytime parking demand could be accommodated in unmarked areas such as aisles.

2. The mitigation measure concerning parking ratio is intended to provide flexibility for the phasing of development on the various sites, as the actual development sequence is unknown at this time. Parking will be constructed with each office building except at the 20th and Webster site.

It is unlikely that the development of the initial phase of the Kaiser Center Master Plan will cause significant parking impacts. There is currently excess capacity at the on-site parking facilities in Kaiser Center. For example, the Kaiser Center garage was observed to be only 72 percent occupied on a recent weekday.

City staff has replaced mitigation measure five on page 4-37 of the Draft Supplemental EIR with the following:

"Parking should be provided on-site, or within a reasonable distance of the site, for the hotel and all new office floor area. The parking requirement for the hotel should be 0.34 spaces per room. The parking requirement for office floor area should be consistent with the parking provided by similarly sized and situated development in downtown Oakland. The hotel parking requirement takes into consideration the possibility of shared parking with the office uses."

3. The project sponsor has agreed to revise the proposed design of Grand Avenue (Figure 16, page 4-36 of the DEIR) to move the south curb and widen the curb-to-curb



street section by 32 feet along the length of the project, rather than the previously proposed 26-foot-wide street widening. This widening will allow for a full parking lane along Grand Avenue in place of the proposed towaway lane. In addition, there will be room for AC Transit buses to pull over to the curb without obstructing traffic lanes. Plans dated March 5, 1987 for these improvements were submitted to the City March 6, 1987.

The 32-foot street widening will allow Grand Avenue to be designed with two left turn lanes in each direction at Harrison Street, as requested by the City. This geometric arrangement will allow use of a leading left-turn phase sequence which would provide the most efficient operation of the Grand/Harrison intersection. A memorandum has been prepared for City review which provides a detailed analysis of operations at the Grand/Harrison intersection and traffic progression and signal timing along Harrison Street. Capacity calculations indicate that all movements at the intersection of Harrison and Grand would operate at level of service "D" or better during peak periods, with an overall average level of service "C" in both the AM and PM peak periods.

#### 4. Comment so noted.



U.C. BERKELEY LIBRARIES



C124920214



